

In presenting the dissertation as a partial fulfillment of the requirements for an advanced degree from the Georgia Institute of Technology, I agree that the Library of the Institute shall make it available for inspection and circulation in accordance with its regulations governing materials of this type. I agree that permission to copy from, or to publish from, this dissertation may be granted by the professor under whose direction it was written, or, in his absence, by the Dean of the Graduate Division when such copying or publication is solely for scholarly purposes and does not involve potential financial gain. It is understood that any copying from, or publication of, this dissertation which involves potential financial gain will not be allowed without written permission.

3/17/65

b

CENTRAL BUSINESS DISTRICT REVITALIZATION
IN THE CENTRAL CITIES OF METROPOLITAN AREAS

A THESIS

Presented to
The Faculty of the Graduate Division
by
Ramsis W. Baghose

In Partial Fulfillment
of the Requirements for the Degree
Master of City Planning

Georgia Institute of Technology
December, 1967

CENTRAL BUSINESS DISTRICT REVITALIZATION
IN THE CENTRAL CITIES OF METROPOLITAN AREAS

Approved:

[Signature]
Chairman

[Signature]

Date approved by Chairman: *Jan. 5, 1968*

ACKNOWLEDGMENTS

The author acknowledges with gratitude the advice and criticism of his thesis advisors: Professors Howard K. Menhinick and John C. Gould, of the Graduate City Planning Program of the Georgia Institute of Technology, and Mr. Robert W. Bivens.

The author also expresses gratitude to his wife, Margie, for her patience and constant encouragement during the writing of this thesis.

This thesis is dedicated to the author's mother, in recognition of her unselfish sacrifices for his education.

TABLE OF CONTENTS

	Page
ACKNOWLEDGMENTS	iii
LIST OF TABLES	vi
ABSTRACT	vii
Chapter	
I. INTRODUCTION	1
General Characteristics of the CBD	
The Importance of the CBD	
The Objective of this Thesis	
II. PROBLEMS OF THE CENTRAL BUSINESS DISTRICT	5
Factors Influencing Changes in the CBD	
Basic Problem--Declining Sales	
Contributing Factors	
Changes in Population Distribution	
Changes in Income Distribution	
Decentralization of CBD Functions to the Suburbs	
Retail Stores	
Offices	
Other Uses	
Physical and Functional Obsolescence	
Traffic Problems	
Congestion	
Inadequate Parking Facilities	
Loading and Unloading	
Pedestrians	
Inadequate Mass Transportation	
Land Platting and Absentee Ownership	
III. DEVELOPMENT OF A CBD REVITALIZATION PROGRAM	18
Organization to Attack the Problems	
The CBD Improvement Organization	
The Staff	
The Budget	
Preparation of the CBD Revitalization Program	
Survey of Present Conditions	
Delimitation of the CBD	
Land Use	

TABLE OF CONTENTS (Continued)

	Page
Character and Conditions of Building	
Property Values	
Parking	
Transportation	
Economic Analysis	
Implementation	
Municipal Government	
Zoning	
Tax Policy	
Housing Development	
Architectural Control	
The Financial Resources	
Federal Funds	
Local Financing	
IV. SUMMARY AND CONCLUSIONS	39
REFERENCES CITED	43
SELECTED REFERENCES	46

LIST OF TABLES

Table		Page
1.	Retail Sales in CBDs of Selected Metropolitan Areas, Percent Changes; 1968 to 1963	9
2.	Population Changes in Selected Cities; 1950 to 1960	11
3.	Median Family Income in Selected Cities for 1960	12
4.	Changes in the Number of Establishments in Selected CBDs Between 1958 to 1963	13

ABSTRACT

The purposes of this thesis are: to present the increasing problems confronting the CBD areas; to outline methods of organization for attacking these problems; and, to present methods of planning for the revitalization of the CBD and methods of implementing the plans.

This thesis has eight major conclusions:

(1) The formation of a CBD improvement agency is the most important step toward preparing and implementing a meaningful comprehensive study for the revitalization of the CBD. Leaders of the business community are the basic ingredient of such an organization and they should not rely on others exclusively to do the job for them.

(2) The cooperative efforts of CBD property owners, municipal governments, developers, citizens and private organizations are a prerequisite for the preparation and implementation of CBD programs.

(3) Intensified analysis of the existing economic and physical characteristics of the CBD area is an essential first step in the development of a CBD future plan and program.

(4) An objective and realistic plan is one that will capitalize on the assets of the CBD by rearranging and strengthening the existing facilities and by suggesting new facilities which add variety and vitality to the area.

(5) The staging of a development program is essential in carrying out a plan of such varied and intense magnitude. Priorities should be assigned.

(6) Tools for implementing a CBD plan include revision of the zoning ordinance as it relates to the CBD area, revision of tax policies, and architectural control.

(7) The financing required to implement all or part of the CBD plan may be obtained through the federal government, local, and private funds. The exact method, or combination of several methods, of financing to be employed should be determined in the light of the economic ability of the various participants and the local circumstances of each city.

(8) Each city is unique. However, the techniques described in this thesis can, with necessary modifications to suit local circumstances, be a helpful guide in revitalizing a CBD area.

These conclusions were reached after a survey and analysis of pertinent literature and correspondence and interviews dealing with the methods of revitalization that have been tried in selected cities of the United States.

CHAPTER I

INTRODUCTION

In the tradition of American cities the Central Business District (CBD) is the ultimate expression of economic, civic, cultural, and social life. The CBD has been variously defined as the "City Central," "Downtown," "Heart of the City," and "Central District." The major concern of this thesis is the core area of the CBD in the principal cities of major metropolitan areas.

The growth of the central business district has usually been a matter of pride and prestige; the more intensified the use and the higher the buildings, the better. This picture has changed radically in recent years. In most major cities of the nation the CBD is faced with large and growing problems which pose serious threats to its role as the leading sales and service center of its trade area.

The decline in business activities has stimulated public and private interest in revitalization plans and programs for the CBD which provides a major source of revenue for the city. This interest reflects a dominant belief that the CBD is the major place of business and that there is a possibility of strengthening its multi-functional nature.

This thesis is concerned with the revitalization of CBDs in large metropolitan cities because retail trade in the central business district of large cities is declining faster as a share of total sales than in small cities because the problems differ significantly in both scale and

complexity. Shoppers in small cities are still able to reach their central business district with comparative ease and usually depend on the central business district for both convenience and shopping goods. Furthermore, in small cities there is usually a lack of "effective demand" which would support outlying shopping centers in competition with the CBD.

General Characteristics of the CBD

The unique quality of large city CBDs is the complex of diverse uses and the relationship of these uses. Varied financial, investment, and professional services, as well as shopping facilities, are usually located in the CBD.

Department stores and specialty shops favor the CBD because it is the area where large selections of goods at competitive prices, styles and quality can best be supported. Entertainment facilities, first-class hotels, and cultural facilities also tend to be located in the CBD. Face-to-face meetings of executives is one of the prime functions carried on within the CBD.

The CBD in most cities is concentrated near the focal point of intracity transportation by mass transit and private automobiles. Thus, it is the point of most convenient access from all parts of the metropolitan district and the region. Usually it is the destination of most out-of-city traffic due to the time-cost transportation relationship which it bears to all sections of the market area. It provides a central location for a complex of activities that needs to operate with optimum efficiency to be successful.

The CBD is generally characterized by tall buildings, a large day-

time population, pedestrian activity, and, often, heavy traffic congestion. It is a large traffic generator and generally has a serious lack of parking facilities. In the central district the average front-foot lot value is usually the highest where there is maximum pedestrian activity¹. There are lateral gradations within the CBD, from the commercial core with most intensive use to the CBD fringe, where commercial uses fade out and other uses become dominant².

In some instances the boundaries of the CBD are set by the presence of natural barriers such as steep slopes and water bodies. In others, railroads, expressways or other man-made barriers have established and defined the CBD boundaries. Examples are the Savannah River in Augusta, Georgia, the Rapid Transit Loop in Chicago, Illinois, and the Freeway Loop in Kansas City, Missouri.

The Importance of the CBD

Despite the difficulties which confront the central business district, it is, in most cities, the major generator of business, payroll, and taxes. Its importance lies in the complex and diverse functions performed within it. The clusters of varied activities in the CBD have varying degrees of strength and permanence. The most permanent businesses are the financial institutions. They are important anchors in the core and emphasize the important role of the CBD in the city economy.

The CBD is the area in which ideas and information are received and transmitted, and in which economic and social interaction is maximized. Such functions tend to keep this part of the city a unique place not easily duplicated in other sections of the metropolitan area.

The economic health of the city and the metropolitan area depend in large measure on the vitality and dynamic responsiveness of the CBD. And, in turn, the CBD obtains its strength to a significant degree from a healthy urban environment.

The Objective of this Thesis

The primary purpose of this thesis is to present an analysis of the problems facing central business districts and recommendations for the development and implementation of programs to resolve them.

Guiding principles will be drawn from successful programs of major cities. Although all the CBDs are not alike and do not require the same treatment, it is anticipated that many of the guiding principles will be useful to cities other than those in which the principles have been demonstrated.

This thesis will present in separate chapters:

Problems of the Central Business District;
Development of the CBD Revitalization Program; and,
A Summary and Conclusions.

CHAPTER II

PROBLEMS OF THE CENTRAL BUSINESS DISTRICT

Numerous studies have been made and various articles have been written about the problems of the central business district. A few of these articles and studies have been of a comprehensive nature while others have dealt specifically with one or more of the critical problems. This thesis does not attempt to enumerate all of the problems of the central business district in detail and does not attempt to discuss all of them generally. Rather, it is limited to the primary problems that challenge the existence and the future development of central business districts of principal cities of major metropolitan areas.

Currently, most of the nation's CBDs are experiencing changes in their traditional functions. On the whole, they are losing retail business establishments and are growing at a much slower pace than are outlying business areas.

It is something of a truism to state that the economic and physical problems of the CBD are interrelated. In this chapter the problems are discussed separately for the purpose of clarity but their relationships are noted where it is possible to do so without undue repetition.

Factors Influencing Changes in the CBD

The physical layout of most CBDs is geared to travel patterns and shopping habits of a hundred years ago. Also, the CBD is at a competitive disadvantage in the struggle for shopper patronage because its image

is tarnished by obsolete old structures that dominate the scene in most major cities.

A number of important factors affect the role of the CBD. These factors include:

1. The shift of the effective buying power from the central city to suburban areas.
2. The replacement within the central city of higher income families with lower income families causing a withdrawal of effective patronage and a decline in CBD activities and sales.
3. The development of suburban shopping centers which provide a casual atmosphere catering to the changing needs of a suburban population.
4. The construction of expressways and freeways which facilitate movement to suburban areas.
5. The development of suburban branches by retail stores and banks.

The problems that are threatening the CBD's existence can best be classified as Basic Problem and Contributing Problems.

Basic Problem

The basic problem confronting the CBD is declining sales.

Declining Sales

The CBD's share of metropolitan area retail sales has been developing more slowly than that of the suburban shopping centers. This relative decline has lately begun to appear as an absolute decline as well. Some initial loss of business was recorded by the Committee of Economic Development in 1959 which reported that the retail sales in the

nation's metropolitan cities were growing progressively while the central business district's share of the retail sales was falling³.

The greatest percent change in retail sales occurred in Buffalo's CBD between 1958 and 1963. The percentage change was -23.5 or a decrease of 46 million dollars. On the other hand, its SMSA showed an increase of 10.24 percent or 153 million dollars. During the same period Denver's CBD experienced a decrease of -5.1 percent or a decrease of 9 million dollars while its SMSA showed an increase of 32 percent or 360 million dollars⁴.

In some cities there was an insignificant percentage increase in central business district sales. For example, in Atlanta's CBD the increase in retail sales was 1.4 percent with a 38.2 percent gain for the metropolitan area as a whole. However, Atlanta's CBD sales as a percentage of total SMSA have dropped from 26.4 percent in 1958 to 19.3 percent in 1963⁵. This declining trend of sales is typical of major metropolitan cities throughout the country as cities grow and the distance to the CBD increases and as outlying shopping centers assume a larger share of total metropolitan sales.

Inevitably, the retail sales of the CBD have changed with the changing patterns of population and medium family income in areas adjacent to the central business district. Furthermore, the loss of downtown employment has a direct impact on retailing and restaurant facilities because more people enter the CBD for a combination of work and shopping than for any other reason.

The five-day work week has also had its effect on CBD sales. The average person abhors a Saturday trip to the CBD for a small purchase,

but a short automobile trip to the nearby shopping center meets with little resistance.

Robert H. Armstrong, a retail and banking consultant in New York City, has stated that CBD department stores, general merchandise stores, and variety stores will undergo a further decline in sales. This problem will continue as long as regional shopping centers continue to be developed with department stores and general merchandise stores of the type that can be found in the central business district⁶.

Table 1 on the following page presents the percentage changes in retail sales as they occurred in central business districts of selected major metropolitan cities between 1958 and 1963.

Contributing Factors

A number of contributing factors are related to the basic problem. They are changes in population distribution, changes in income distribution, physical and functional obsolescence, decentralization of CBD type uses to the suburbs, traffic problems, and land platting and absentee ownership.

Changes in Population Distribution

The flight of many city dwellers from the central city has been a major phenomenon of the post World War II period. Suburban development with its better living environment, with the availability of private automobiles, improved freeways and rising family income has been increasingly attractive to a growing number of families. Although the population in most metropolitan areas has grown remarkably in the last decade, the number of residents in the central city has generally decreased⁷.

Table 1. Retail Sales in CBDs of Selected Metropolitan Areas
Percent Changes; 1958 to 1963

<u>CITY</u>	<u>Total Retail Sales</u>	<u>General Mdse. Group</u>	<u>Dept. Stores</u>	<u>Food Stores</u>	<u>Apparel Acces.</u>	<u>Furniture Household Appliances</u>	<u>Other Retail Stores</u>	<u>Hotels and Motels</u>	<u>Millions of Dollars</u>
Buffalo	-23.5	-13.4	-22.3	-33.1	-28.7	-35.6	-23.8	-18.9	-46
Chicago	-3.3	0.3	0.1	-1.4	-3.5	-27.2	(D)	2.2	-22
Denver	-5.1	-19.5	19.7	-42.8	5.5	-16.9	(D)	42.4	-9
Detroit	-13.3	-8.3	(D)	(D)	-19.1	-30.5	(D)	19.9	-44
New York (Manhattan)	-2.2	5.6	(D)	-8.1	-7.2	-20.5	-8.9	15.9	-54
Philadelphia	-6.7	-14.8	-16.0	16.2	-7.2	12.9	-6.6	-0.9	-41
Pittsburgh	-9.7	-15.3	-16.7	-20.1	-1.1	30.6	-19.0	-12.4	-43
St. Louis	-17.7	-12.2	-12.3	-26.9	-25.2	-22.5	(D)	9.9	-42
Seattle-Everett	-0.8	2.7	4.3	5.6	-5.3	-20.1	-9.4	27.3	-2

(D) Withheld to avoid Disclosure

Source: U. S. Department of Commerce, Bureau of the Census, 1963 Census of Business

Furthermore, federal housing credit and home building policies have encouraged many families to live in single-family homes in low density developments outside the central city. The movement of the population out of the central city has resulted in several conditions affecting the CBD:

1. New capital that might otherwise have been invested in the CBD has been diverted to outlying shopping developments. These centers have captured a substantial portion of the metropolitan sales.

2. The suburbanite, located closer to outlying shopping centers, does not visit the CBD as often.

3. The casualness of suburban living has changed buying habits. The outlying shopping centers have responded to this change by providing an atmosphere that is not generally found in the CBD.

Where there has been a population increase in both the metropolitan area and the central city, the increase in the central city has been noticeably less. By illustration, the population of the Seattle-Everette, Washington, metropolitan area increased 31 percent but its central city increased only 10 percent during the decade of 1950-1960⁸.

Table 2 illustrates the changes in population in selected metropolitan areas and their central cities. This table documents the disproportionate increase in population in the peripheral areas of metropolitan cities. Metropolitan areas have grown through migration from rural areas and smaller communities which has been accompanied by a movement of higher income people from the central city. The shift of population from the central city usually results in a direct loss of sales for merchants and property owners. The city also bears part of the loss in terms of a

steady decline in its tax base.

Table 2. Population Changes in Selected Cities;
1950 to 1960

Metropolitan Areas	Central City		SMSA	
	Number	Percent	Number	Percent
Boston	-104,247	-13.0	178,729	7.4
Buffalo	- 47,373	- 8.2	217,727	20.0
Chicago	- 70,558	- 1.9	1,043,045	20.1
Denver	78,101	18.8	317,255	51.8
Detroit	-179,424	- 9.7	746,163	24.7
New York	-109,973	- 1.4	1,138,639	11.9
Philadelphia	- 69,093	- 3.3	671,849	18.3
Pittsburgh	- 72,474	-10.7	192,199	8.7
St. Louis	-106,770	-12.5	340,815	19.9
Seattle-Everette	89,496	10.1	262,641	31.1
Washington, D. C.	- 38,222	- 4.8	537,808	36.7

Source: U. S. Department of Commerce, Bureau of Census, 1960 Census
of Population, Vol. 1.

Changes in Income Distribution

Most of the suburban population enjoys a high median family income. On the other hand, the population remaining in or moving to the central city has been characterized by people of low family income, including many non-white residents. The economic effect of this trend relative to the CBD is that a major segment of the effective buying power has shifted toward outlying shopping centers.

Table 3 presents some typical examples of median family income in selected metropolitan areas. This table is presented on the following page.

Decentralization of CBD Functions to the Suburbs

The decentralization of some CBD uses and growth in the importance

Table 3. Median Family Income in Selected Cities for 1960

Urbanized Area	In Central City	In the Suburbs
Atlanta	\$ 5,029	\$ 6,997
Boston	5,747	6,962
Buffalo	5,713	7,026
Chicago	6,696	8,388
Denver	6,361	6,941
Detroit	6,069	7,472
New York	6,050	7,736
Philadelphia	5,782	7,230
St. Louis	5,355	7,081
Seattle	6,942	7,500
Washington, D. C.	5,993	8,473

Source: U. S. Department of Commerce, Bureau of Census, 1960 Census of Population, Vol. 1.

of outlying shopping centers and offices have decreased the relative importance of the CBD.

In most cases throughout the country, establishments have moved to outlying areas because of easy access, lower rent per square foot, and lower taxes. Desired proximity to high-income suburban residents has strengthened this trend.

Retail Stores. The impact of suburban shopping centers on the retail business of the CBD is inevitable. In the early days of developing shopping centers, food and other convenience goods were the first to follow the population movement while department stores and general merchandise establishments showed the greatest resistance. More recently, shopping centers with branches of two or more department stores have proved to be highly successful. Lenox Square in Atlanta has attracted branches of some of the top stores from the central business district. It is estimated that Lenox Square generated one-half of its \$50 million annual volume from sales that otherwise would have been made in the

central business district⁹.

Most of today's women drive their own cars. They are able to shop at regional shopping centers during the day, meet friends, and have lunch in a pleasant atmosphere without fighting traffic congestion and without paying for parking. Additionally, certain features such as landscaped grounds, covered walkways and air-conditioned malls have a special attraction for housewives.

The 1963 Census of Business has recorded the number of establishments which had moved outside the CBD between 1958 and 1963. Table 4 illustrates the changes which occurred in selected metropolitan areas.

Table 4. Changes in the Number of Establishments
in Selected CBDs Between 1958 to 1963

City	<u>Number of Establishments</u>		Net Change
	1958	1963	
Atlanta	776	755	- 21
Boston	1,486	1,333	- 153
Buffalo	1,305	969	- 336
Chicago	2,020	1,827	- 193
Denver	744	631	- 113
Detroit	1,097	817	- 280
New York (Manhattan)	10,749	9,469	-1,280
Philadelphia	2,621	2,293	- 328
Rochester	697	558	- 139
St. Louis	588	475	- 113
Seattle-Everette	867	746	- 121
Washington, D. C.	1,371	1,252	- 119

Source: U. S. Department of Commerce, Bureau of the Census, 1963,
Census of Business.

Offices. Despite the growing demand for office space in most central cities of metropolitan areas, many new office buildings are being constructed in outlying locations¹⁰. In many cases their service area is

a wide hinterland region. These new office buildings provide the best in modern facilities, offer adequate parking facilities, and provide opportunity for further expansion, if necessary.

The decentralization of major offices of large companies is taking away a considerable number of potential customers from the CBD. A Cleveland, Ohio study of CBD employees' habits shows that as much as one-third of the shopping is done by persons employed in the CBD area¹¹. Thus, decentralization of offices often means the loss of a Captive Market to outlying shopping areas.

Other Uses. Entertainment and cultural facilities, hotels, restaurants and art galleries which were once concentrated within the CBD are moving to suburban locations. The decentralization of these uses has reduced the CBD's attraction to the nighttime population. The major reasons for the change are that the outlying areas are relatively accessible to both suburban and central city population and they usually provide land for ample parking facilities and future expansion.

Physical and Functional Obsolescence

The physical and functional obsolescence of CBD areas is evident when these areas are compared with the attractive, convenient, outlying shopping centers and office parks. The failure to improve the CBD's appearance has created an attitude of "avoid the CBD if possible" among shoppers and businessmen.

Many factors have contributed to the CBD's poor appearance, which is seriously detracting from its economic desirability. Most of the existing buildings are old and have structural deficiencies which prevent an efficient use of space and which constitute fire hazards to the

district. They are expensive to remodel and maintain. Vacant buildings and stores disrupt the continuity of retail space and contribute to the CBD's untidiness. Wherever these vacancies exist they convey an impression of decline and stagnation. The lack of the compactness and weather protection which can be found in the shopping centers is a serious shortcoming of the CBD.

Finally, most CBDs are surrounded by a so-called "gray area" of physical and social blight through which all visitors to the CBD must pass.

Traffic Problems

The volume of week-day traffic entering, leaving, and passing through the CBD is one of its most critical problems. It is not likely that business activity in the CBD can be increased over the long run without a solution of its traffic problems.

Congestion. Narrow pavements, numerous intersections, on-street parking, pedestrian crossings, and often the presence of railroads in the heart of the business district severely limit the speed and the volume of vehicular movement, especially during peak hours. Central business districts were established long before the automobile became an important means of conveyance. Therefore, the existing system of streets is unable to accommodate effectively today's traffic volume entering the central business district for work and business.

The large volume of through traffic adds greatly to the traffic congestion in the central business district of many large cities. A study conducted by the Eno Foundation in 1957 showed that for cities of over one million population, 52 percent of the vehicles entering the area

passed through without parking during the period between 10 o'clock a.m. and 6 o'clock p.m. This level reached 74 percent between 5:00 and 5:30 p.m.¹².

Inadequate Parking Facilities. The increase in the use of the private automobile and the corresponding lack of off-street parking facilities create one of the most acute problems in the CBD area. Walking distance is the most critical factor in locating the parking facilities. A great percentage of CBD shoppers are unwilling to walk more than a block from their parking place¹³.

Loading and Unloading. The dependence on trucking operations within the core area coupled with on-street loading and unloading complicates both pedestrian and vehicular movement.

Pedestrians. The central business district is uniquely dependent upon pedestrian movement. Shoppers, district employees, sightseers, and pleasure seekers arriving by automobile or by other mode of transportation ultimately become pedestrians.

The pedestrian's safety and comfort have a direct bearing on retail and business activities. This is even vital to small businesses located in the path of pedestrian movement between leading stores. A study of Cleveland, Ohio disclosed that almost one-third of all CBD purchases are a result of "impulse shopping" by pedestrians¹⁴. They face many problems in the CBD. Narrow sidewalks reduce their normal walking period or force them to overflow into the streets. At intersections where pedestrian volume is generally high, the conflict between pedestrian and vehicular traffic may become an actual hazard as well as a delay. Shopping areas in the CBDs that are not compact are adding to the discomfort of the

pedestrian. In some instances, a shopping strip extends block after block without shaded walkways, far beyond tolerable walking distance.

Inadequate Mass Transportation. The existing mass transportation systems in many metropolitan cities are inadequate and unpleasant. They, too are congested with peak hour traffic. This situation has kept private automobiles in a favored position with both workers and shoppers. Generally mass transportation is unable to keep up with residential growth in the suburbs--a factor which has further contributed to the decline in the use of mass transportation.

The rising costs of operation and maintenance have forced many mass transportation companies to operate with financial difficulty although fares have been kept at low rates. Many metropolitan cities have been forced to either subsidize or restore the system to public ownership to ensure adequate operation¹⁵.

Land Platting and Absentee Ownership

It is extremely difficult to assemble usable, large parcels of land for new developments or expansion of business in the central business district. This is primarily because of the old platting patterns that divided the CBD area into fairly small parcels, individually owned. The owners are often non-residents. The assembly of such parcels into adequately sized holdings is difficult.

CHAPTER III

DEVELOPMENT OF A CBD REVITALIZATION PROGRAM

The concern for the future of the CBD is not limited to CBD businessmen, property owners, and municipal government. The interest of the entire community is involved because the CBD is more than a hub for commercial activities. It is the retail, financial, administrative, convention, and transportation center of the entire metropolitan area.

The CBD is worth saving. If the CBD is to survive it must be well planned and its existing values must be preserved and developed. Its health is vital in the long run to the health of the entire metropolis.

Cooperative efforts are prerequisite to the revitalization of the CBD. Leaders of the business community must be prepared to participate fully with an unselfish concern to solve the problems of the CBD. They must be prepared to raise money to finance proper technical studies¹⁶. Central business district revitalization is a continuing task which requires the full cooperation and support of the local government, private and public agencies, and citizens. Furthermore, the political structure can be a useful means of support to pursue certain steps¹⁷.

Organization to Attack the Problems

This study will investigate private, non-profit organization that exist in many metropolitan cities and devote themselves to the revitalization of the CBD. Emphasis will be placed on the work of these organi-

zations, their programs, their professional services, and their sources of finance.

The CBD Improvement Organization

The formation of a CBD improvement organization is an essential step in preparing and implementing a meaningful comprehensive planning program for the revitalization of the CBD. Such an organization, with representation of businessmen, property owners, financial institutions, professional persons, and realtors is likely to achieve a realistic and successful program particularly if its members represent the "power structure" in their community. Each participant usually owns or operates a business and has a financial stake in the CBD. All are seeking a more efficient and more prosperous district.

It is desirable that the organization be non-profit and be privately financed. It should be able to meet its responsibilities of shaping the physical environment without political pressure. However, the organization's role will require political support as well as municipal appropriations for revitalization of some elements in the CBD area.

The CBD organization should enlist the support of existing organizations that are concerned with CBD revitalization such as a Merchants Association, Chamber of Commerce and the City Planning Agency. The CBD organization is ideally suited to provide the leadership and cooperation that is needed. It should act as an impartial judge on questions which arise and seek solutions which participating organizations will be likely to accept.

It is impossible to cover all of the ever increasing numbers and types of organizations which have set an example for CBD revitalization.

A common characteristic, however, is a deep sense of commitment to help find a solution to the problems confronting the CBD through organization for planning and programming. Discussion of the methods that have been used in Atlanta, Baltimore, Denver, Philadelphia, and Washington, D. C. may provide useful guides for other cities.

Central Atlanta Progress, Inc. This is a non-profit corporation formed in 1967 as a result of the merger of the Uptown and Central Atlanta Associations. The membership of the corporation started with twenty charter directors who were top executives of their firms. The corporation's membership is currently being expanded to include additional businessmen and civic leaders concerned with the future of Atlanta's CBD and its surroundings¹⁸.

The Baltimore Committee for Downtown, Inc. It was organized in 1954 as an outgrowth of the Retail Merchants Association. It is an autonomous "task force" working on behalf of Downtown and is composed of representatives from major categories of business such as financial institutions, hotels, garages, public utilities and retailers. No one, including the executive director, receives a salary¹⁹.

The Committee's goals are to solve the problems of Baltimore's CBD through proper planning programs. Physical redevelopment was selected as the prime objective. It was agreed that this objective could best be solved by first preparing a "Master Plan" for the entire CBD. The Committee worked in close cooperation with the Greater Baltimore Committee which was organized as an action group committed to help solve the major problems confronting the metropolitan area of Baltimore²⁰.

Organizations Concerned with Downtown Denver. Two organizations

directly involved in planning the revitalization of Downtown Denver are: The Downtown Denver Improvement Association and The Downtown Denver Master Plan Committee. Behind them stand dozens of other organizations, notably the Denver Urban Renewal Authority²¹.

The first group represents owners, operators, and tenants of downtown property. Their purpose is to improve the core area and to promote conditions conducive to the economic and cultural betterment of the community and to implement the CBD plan²².

The second group is a quasi-private organization composed of leading businessmen appointed by the city's mayor to serve as members without compensation to promote CBD programs²³.

Organizations in Philadelphia. In Philadelphia there are several effective organizations working toward the redevelopment of the entire metropolitan area including the CBD. None of these organizations has the name CBD or Downtown in its title but their prime objectives are to solve the problems of the central city area.

Two organizations especially noted for their efforts in the revitalization program of Philadelphia's CBD are The Greater Philadelphia Movement and The Old Philadelphia Corporation. The first organization was founded in 1949 to sponsor and support projects designed to advance the general economic well-being of the entire city including the CBD. Its membership is limited to thirty-five prominent executives of insurance companies, retail businesses, industries, and banks²⁴.

The second organization emerged to promote and implement the plan for the central city. It is a non-profit organization whose membership consists of merchants, bankers, realtors, utility companies, and the

local press. The city administration is represented in the governing body of this corporation only in an advisory capacity. The corporation's policy is to finance urban redevelopment. Its general purpose is to study problems affecting the CBD and to cooperate with the city's officials and local government bodies in carrying out the improvement program. Thus, it has been led to act as an entrepreneur of projects in the center city²⁵.

The National Capital Downtown Committee, Inc. In Washington, D. C. there is a non-profit corporation formed by Washington business and civic leaders to prepare and to help carry out plans for the revitalization of Downtown Washington. Beginning its activities in 1960, the committee coordinates its programs with The National Capital Planning Commission and the Redevelopment Land Agency and other agencies in matters related to planning, urban renewal, transportation, legislation, and zoning and code enforcement^{26 a,b}.

The Staff

A professional staff is needed to carry out the organization's policies and recommendations for the CBD program and plan. In most cases this should be a full-time, professional staff with a wide range of experience in planning, urban design, economics, and related fields.

The principal functions of the planning staff are to advise on technical matters and to prepare the master plan for the CBD area. In so doing, it will evaluate and relate various studies as a basis for plan determination, prepare reports, and arrange for meetings to explore public acceptance and support of the proposed plan.

After the approval of the CBD master plan has been obtained, the

staff's responsibilities are to prepare and establish standards and controls to maintain the integrity of the plan. Specifications must be incorporated with each individual project to achieve the plan goals insofar as facilities, parking, pedestrian access, servicing exterior storage, and aesthetic control are concerned.

Once this procedure is developed guidelines should be established to measure the feasibility and priority of each project on an equal basis. The priority of certain developments must be timed so that one step will logically follow another and previous improvements will provide what is needed in the next stage. The staff also has the responsibility of keeping the master plan up to date.

In some organizations the staff probably will be headed by a professional acting in catalytic capacity to achieve the organization's goals. But certainly the best approach should be based upon the local circumstances.

Central Atlanta Progress, Inc. This organization has its own professional staff headed by a competent professional planner. Although this organization is relatively new in its present form its approach is similar in many respects to that of the National Capital Downtown Committee in Washington, D. C.

Central Atlanta Progress, Inc. is in the process of developing both short-range and long-range programs for the downtown. Short-range items will include specific, urgent minor street improvements, sidewalk improvements and beautification. The long-range program will be developed through a sophisticated planning process for the central core with three major elements: (1) transportation, (2) economics and land

use, and (3) urban design²⁷.

The unique feature of this organization's long-range program is the formulation of a Central Atlanta Progress City team to develop the Central Atlanta Action Plan under the technical direction of the Central Atlanta Progress staff. In this effort, the City and Central Atlanta Progress are pooling financial and manpower resources. Specific responsibilities will be defined through memoranda of agreement.

This team approach has several distinct advantages:

- (1) It avoids duplication of effort.
- (2) It actively involves both the City of Atlanta and the business community represented by Central Atlanta Progress.
- (3) It synchronizes public and private improvements on a continuous basis.

The Baltimore Committee for Downtown, Inc. This organization hired the professional staff of the Greater Baltimore Committee to develop the downtown master plan. A master plan was adopted and the Charles Center project has been its product. The City's Planning Department is now carrying out the Downtown Planning Program as one of its functions²⁸.

In Denver, the Denver Planning Board, an agency of the city government, is responsible for comprehensive planning, coordinating and directing both private and public actions of the city. The Planning Board has worked closely with the organizations involved in downtown revitalization²⁹. Its role has been a vital one.

In Philadelphia, the City's Planning Staff has been serving the organizations involved in the revitalization of the central city as a

part of the city's comprehensive planning program³⁰. This has resulted in one of the nationally recognized master plans for a downtown area.

In Washington, the National Capital Downtown Committee, Inc. has followed a different pattern. It hires its own professional staff of qualified planners.

The National Capital Planning Commission and the Redevelopment Land Agency have been committed to joint staff work in the coming year to begin accumulating the general data which will be needed to design the action plan for Downtown.

Upon the completion and approval of the Downtown plan the staff of the National Capital Downtown Committee, Inc. will be responsible for the preparation of guidelines for private and public development; standards for streets, highways and other public improvements, economic studies and special facilities studies. In addition, the staff is working with present owners and potential developers to promote undertakings which further the objectives in revitalizing downtown Washington³¹.

The Budget

Expenditures for work programming, consulting fees, and staffing require a sizeable budget.

In Atlanta, Central Atlanta Progress, Inc. derives its budget from annual memberships ranging from \$25 to \$5,000 per year. Although details concerning dues structure are not yet completely worked out, annual dues will be related to property values, economic activity or, otherwise, to the financial interest of the members in the central core³².

The Baltimore Committee for Downtown, Inc. has adopted three bases of membership subscriptions to finance the committee's program: (1) The

dues of retail establishments are approximately 1 percent of their annual sales volume, (2) The dues of financial institutions, office buildings, hotels, newspapers and miscellaneous businesses are 1/10 of 1 percent of total downtown property assessments³³.

Denver's Downtown Improvement Association solicits its funds from individuals, firms and corporations within the CBD area. Of the total budget approximately 1/3 comes from retailers, 1/3 from property owners, and 1/3 from bankers, utility companies, hotels, theaters and wholesalers³⁴.

The Downtown Denver Master Plan Committee derived its budget from two major sources. The first half is provided by businessmen through voluntary contributions. The second half is contributed by the city-county of Denver³⁵.

Philadelphia's two organizations involved in the CBD revitalization have separate methods for fund raising. The Greater Philadelphia Movement obtains its funds from its thirty-five members, plus grants from foundations interested in the well being of Philadelphia. On the other hand, the Old Philadelphia Corporation obtains its operating funds from business and financial establishments³⁶.

In Washington, D. C. the National Capitol Downtown Committee, Inc. has established an annual quota adequate to underwrite the necessary cost of developing and initiating an action program.

Retailers subscribe on the basis of that the occupant is the responsible party, on this basis.

<u>Annual Volume (Net)</u>	<u>Weekly Subscription</u>
Under \$100,000	\$ 5.00
\$100,000/\$250,000	\$10.00
\$250,000/\$500,000	\$15.00

\$500,000/\$1,000,000	\$20.00
\$1,000,000/\$2,500,000	\$30.00
\$2,500,000/\$5,000,000	\$40.00

Other downtown organizations, including financial institutions, office buildings, hotels, newspapers, garages subscribe on the basis of a formula which each such group decides for itself--to meet a quota that is established by the National Capitol Downtown Committee³⁷.

Preparation of the CBD Revitalization Program

In developing a program for the revitalization of the CBD area, it is necessary to conduct a number of surveys and studies, including analyses of the existing economic and physical characteristics of the area.

Survey of Present Conditions

An understanding of the CBD's characteristics and various activities is essential for a proper revitalization plan and program.

Survey studies provide basic data on land use, functional relationships, land values, rentals, transportation, economic conditions, vacancies, and other factors essential in formulating the development program.

Delimitation of the CBD. A first required step is the delimitation of the CBD. The major reason justifying the delimitation of a CBD is that of attaining a thorough understanding of the area proper and its relationship to the metropolitan area.

Approaches that have been used in defining CBD boundaries vary from the highly scientific to extremely arbitrary methods. Murphy and Vance have proposed a Central Business Index Method. This method was

derived from a study of nine cities ranging in urban area population from 107,000 to 227,000³⁸.

The Index Method is mainly based on a technique of land use mapping with measurements and calculations based on these maps. It is a combination of the Central Business Height Index (CBHI) and the Central Business Intensity Index (CBII). The CBHI is obtained by dividing the total floor area of all central business uses by the total ground floor area of the block. The Central Business Intensity Index (CBII) is the proportion of all floor space in central business uses. It is the percentage that total floor area of central business uses makes up of the total floor space. These two indices are then properly mapped, and those blocks for which the CBHI is one or more and CBII is 50 percent or more are considered a part of the central business district³⁹.

The second method developed by Qualls uses a "functional indication" technique for delimiting the CBD boundary. The technique is to define and map the central business district land uses, building density, pedestrian traffic, and transit routes and off-street parking facilities as a group of indicators and then field-check the results to establish the final boundary. This method was used in delimiting the Atlanta, Georgia central business district⁴⁰.

Some cities have delimited the central business district in a somewhat arbitrary manner by using natural and man-made barriers. Other cities have used census tracts and zoning districts as a base for defining their CBD. Knoxville, Tennessee, for example, delineates its CBD by using railways, topography and bodies of water as boundaries, and Denver, Colorado uses census tract boundaries.

Land Use. Examining studies such as those of Ratcliff⁴¹, Alderson and Sessions⁴², Epstein, et al.⁴³, Qualls⁴⁴, and Weiss⁴⁵ one can establish the basic land use types within the CBD area that require survey. These include the following:

Retail Business Use. All retailing establishments engaged primarily in selling goods to customers, including department stores and specialty shops which provide area wide attraction and services for a large group of regular daytime customers. The attraction of the CBD lies in the advantages it offers for competitive shopping, wide selection, variety, comparison and luxury.

Manufacturing. Establishments engaged in the production of fabricated goods ranging from baking and printing to loft manufacturing and large factories.

Wholesaling with Stocks. This category covers all intermediaries handling sales transactions on the premises and selling to the trade out of the stock. Display rooms and warehouses are required.

Wholesaling without Stocks. Establishments handling sales transactions without maintaining stocks on the premises. They usually occupy office space for personnel engaged in this operation.

Business Services. Activities included are law firms, engineering, insurance, banking, and real estate. Financial business services usually tend to group together and the "financial district" results.

Consumer Services. Establishments providing services to the consumer range from repair and barber shops to museums and churches, with a wide range of public, professional, and personal services in between.

Parking. This category includes all public, commercial and private

parking lots and parking garages.

Residential Use. Many types of residential use are often found in the CBD area including single-family dwellings converted to multi-family use, garden or walkup apartments, elevator apartments and hotels.

Information assembled should clearly indicate types of land use and occupancy for every floor of each building by block in the area. This study provides basic data for analyses of land use patterns, values, trends, and functional relationships.

Character and Condition of Buildings. Identification of the character and condition of each building and its market value will establish invaluable information to complete and update the picture of the CBD area.

The following checklist indicates the information that should be gathered through field inspection:

- Age of buildings
- Type of construction
- Structural conditions
- Exterior appearance
- Height of buildings
- Coverage of land
- Building services
- Assessed value

Property Values. Property values include both the value of land and of buildings. While theoretically these two elements can be separated practically, they are closely interrelated.

Location is the prime factor in market value, so much so that the buildings could deteriorate and become obsolete without reducing the valuation proportionately.

For the purpose of the CBD property values analysis, data pertain-

ing to the size of the lot, built-up area, the number of stories and condition of the buildings are usually available in the city's tax office. Land and building values may be presented separately or in the form of a combined property value map. Market value appraisals, even on a sampling basis, will provide useful information for property value maps.

The analysis usually includes a statement of the present ratio of assessed valuation to the true or market value of the CBD property and the ratio of CBD property revenue to the city's total property revenue.

Parking. A deficiency of all-day parking space may be a contributing factor in attracting to outlying locations offices and establishments that rely on predominantly car driving employees.

It is necessary to examine the existing supply of both short- and long-term parking spaces and their location within the CBD. Curb spaces should also be considered in the survey⁴⁶.

Transportation. One of the greatest assets of the CBD is its accessibility to the entire region. Transit, traffic and parking are interrelated parts of the system of access needed to support the activities of the CBD.

The survey of transit facilities serving the CBD area should include information on the number of buses and rapid transit, together with their travel time, number of passengers carried, equipment, number of transit shelters and terminal facilities.

Origin-destination surveys usually provide data about population and employment in the CBD in addition to a detailed breakdown and automobile, truck, and taxicab trips by purpose of trip. This information

can be very useful in CBD parking, circulation, and transportation analyses.

Visual Aspects. An aesthetically pleasing CBD is often a manifestation of intense civic pride. A visually attractive CBD has advantages in competing with outlying shopping centers and the CBDs of other near-by cities.

An appraisal of the visual attractiveness and location of street furnishings, billboards, street signs, open space and historic and landmark buildings is very essential. The approach streets, sidewalks and roadside plantings which provide first impressions upon shoppers and visitors should be evaluated from the overall aesthetic standpoint

Economic Analysis

The economic analysis is a basic step toward a potential, but realistic solution to the problems of the CBD. The purpose of the economic analysis is to identify the CBD's strengths and deficiencies, to evaluate its prospects for future growth and development, to estimate with all possible precision the total effective demand for additional space. The economic analysis is an evaluation of the existing assets and deficiencies of the CBD in order to capitalize on the assets and recommend types of improvement needed to correct deficiencies. In addition to use studies that have already been made, information should be secured on volume of sales, number of employees and the number, type, and duration of vacancies.

The most valuable contribution of the economic analysis for the development of the CBD area is the evaluation of the trade area as a supporting factor. Unlike most other analyses, the market area study is dealing with a multiplicity of factors. They are community-wide popula-

tion, employment, income, buying power, and relative location of competitive business districts.

Implementation

The ultimate test of a sound revitalization program is that it be implemented. The implementation of any CBD program requires a broad coordinated effort involving both public and private action.

Municipal Government

The role of municipal government and its various agencies in the CBD implementation program cannot be ignored. The local government can upgrade the entire area through renovation of public buildings, installation of lighting fixtures, the maintenance of greenery and trees, and other street improvements. It can provide a high level of police patrol, garbage collection, and fire protection services.

Further, the municipal government's support of the CBD program can be expressed through the adoption and enforcement of building codes, traffic regulations and other regulatory measures.

Two important measures to implement the CBD program are the revision of zoning ordinances and tax policies that requires prompt attention of local government.

Zoning. Upon completion and adoption of the CBD plan, the Zoning Ordinance should be reviewed as to its relationship to the plan. Revision of the zoning ordinance may be necessary to permit, encourage, and protect the development potential inherent in the central business district and its adjacent areas.

In addition to regulation of the use of land and control of the

intensity of development, bulk control is traditionally exercised through the control of height and setbacks. A bulk control device utilized in most modern codes is the floor-area-ratio (FAR). The FAR zoning allows greater flexibility in the design of CBD structures.

Tax Policy. Many activities and businesses will locate in the CBD regardless of tax burdens. Nevertheless, there comes a point at which property levies become so burdensome as to make it difficult for new development to take place in the CBD area.

Tax revision can be an effective tool in encouraging replacement of obsolete buildings such as pre-empt most of the land in and around most central business districts. This can be accomplished by putting the tax emphasis on land values rather than on improvements.

Heavy taxes on improvements are bound to discourage, delay or even deter owners from making improvements. The bigger the improvement tax, the smaller the owner's incentive to spend to improve his property. Contrariwise, realistic taxes on improved property tends to encourage or speed improvements needed.

The examination and revamping of tax policies can encourage development and hence greatly enrich the area economically and provide a broader tax base for the whole community. Since land is not a depreciable asset, the land assessment tends to remain fairly well fixed and a fair base for reassessment to insure tax equality.

Housing Development

Housing development in the CBD area can be a valuable tool for achieving a revitalized CBD. Philadelphia's Society Hill apartment towers and townhouses are good examples of developments which are adding

new support to a large city CBD.

The convenient location of medium and high income family housing development in the CBD area encourages people to move back from the suburbs. High density residential developments tend to stabilize the CBD economy which in turn strengthens the city's whole economy. CBD housing developments intensify the land use which adds to the tax base.

Permanent residents create an interesting and human environment which helps sustain the CBD facilities and its night market.

CBD living has strong appeal for many people. Young working couples frequently prefer housing facilities in proximity to work, transportation, shopping, cultural, and civic activities. Retired couples often prefer apartments easy to maintain and close enough to all their activities--shopping, entertainment, recreational and medical facilities. Single people prefer to be in the hub of the city's facilities and to be convenient to their work. Executives and business people prefer to live in close proximity to their place of work. These types include doctors, attorneys, artists, and merchants.

Architectural Control

Good design and good quality, both in planning and in architecture, have a direct bearing on long-term economic stability. This is being sought in the preparation of the CBD original plan. But any further development might have an adverse effect unless there are established standards and controls as a basis for the review of a developer's architectural plans.

A study of CBD design consideration should be assigned to a group consisting of highly regarded planners, architects, urban designers,

engineers, economists, and members of organizations concerned with the CBD redevelopment.

The group's major functions are to create an attitude of concern for quality development, promote more stimulating cultural and artistic environment and critically and analytically review architectural proposals for future development in the CBD area. It should review all plans and present its findings and recommendations to the CBD organization.

The Financial Resources

Financial assistance to implement all or part of the CBD plan may be obtained from local municipalities and private investors. These are discussed in the following.

Federal Funds. Federal-aid programs that are generally available have helped many cities to carry out certain improvements or projects that otherwise could not be implemented due to financial difficulty.

The most important funds are:

(1) Urban Renewal--The Housing Act of 1954, as amended, provides a broad framework for federal participation in the total attack on slums and blighted areas with emphasis being placed on central city urban renewal.

The program consists of three important components: conservation, rehabilitation, and redevelopment. Federal assistance includes advances for survey and planning work, loans to expedite projects, and grants to help defray the net project costs of land assembly and disposition. For every dollar spent by the local government on urban renewal projects, the federal government supplies two additional dollars.

(2) Open Space and Urban Beautification--The most recent federal-aid programs are the open space and urban beautification grants. Urban beautification and improvement includes street landscaping, park improvements, tree planting, and upgrading of malls and squares.

The federal grants are available up to 50 percent of the total cost. However, grants of up to 90 percent are available to carry out projects of special value for demonstrating new and improved methods and materials for urban beautification.

(3) Urban Mass Transportation--The purposes of these grants are to (1) help cities provide and improve urban mass transportation facilities and equipment, (2) encourage planning and establishment of areawide urban transportation, and (3) aid in the financing of such a system.

Local Financing. Since the amount of public funds spent in the CBD and the amount of revenue received from it are important factors to be considered in the decision-making process, there are certain economic considerations which should be recognized by local government.

Although a cost-revenue analysis can give city government a clear insight into the fiscal policy to be followed, the cultural, social and esthetic benefits usually far outweigh the purely financial factors.

There are a number of "general" and "special" funds that a local government may be able to use in financing central business district improvements. Some of these are the general property taxes, licenses, fines, permits and fees, and special assessments.

Borrowing may, however, be necessary to finance needed improvements in the CBD if the required funds are above the city's ability to pay in a given year. In this event, the city may have to rely on bonds

to raise the money.

It is extremely important to stimulate private investors to participate in the revitalization of the CBD program.

CHAPTER IV

SUMMARY AND CONCLUSIONS

The growth of the central business district has usually been a matter of pride and prestige for metropolitan cities. This image has been challenged in recent years. In most major cities of the nation the CBD is faced with increasingly serious problems of declining sales.

The basic problem that is confronting the CBD is a widespread decline in retail sales.

Underlying the basic problem are several contributing factors. Included are changes in the pattern of population and income distribution, decentralization of CBD type uses to the suburbs, physical and functional obsolescence, traffic problems, congestion, lack of off-street parking facilities, pedestrian problems, inadequate mass transportation, unsatisfactory land platting and absentee ownership. These factors have eventually created an attitude of "avoid the CBD if possible" among businessmen and shoppers, especially women.

Despite these problems, most of the CBDs have substantial inherent assets and challenging potentials which, if properly exploited through a firm and organized effort, will provide added vitality for the metropolitan area. Many metropolitan cities are working on developing plans for their CBD to revitalize and protect the area from further decline.

Private, non-profit organizations have been active in many cities.

These organizations represent merchants, property owners, realtors, and financial institutions located in the CBD area. Usually these organizations form their own policies and goals, raise their operating budget, hire their own technical staff or retain a consulting agency, or both, to prepare the necessary studies. These organizations are dedicated to the revitalization of the CBD area economically and physically. Five of the most advanced CBD organizations have been discussed in this thesis.

A technique for the preparation of a CBD revitalization program involves the consideration of eight steps: (1) Delimitation of the CBD; (2) Land use survey; (3) Structure condition survey; (4) Property values; (5) Parking survey; (6) Transportation; (7) Visual survey; and, (8) Economic analysis. Each step has been discussed in this thesis.

The implementation of the CBD program that usually follows the above mentioned steps cannot be accomplished without the cooperative efforts and support of property owners, municipal government, developers, citizens and private organizations. These groups offer a wealth of resources in knowledge, representation, financial ability, authority, and imagination. Therefore, these groups should become more involved and their interest should be encouraged in order to carry out such a program.

As a result of this study, the writer has come to eight major conclusions:

(1) The formation of a CBD agency is the most important step toward preparing and implementing a meaningful comprehensive study for the revitalization of the CBD. Leaders of the business community are the basic ingredients for such an organization and they should not rely on others to do the job.

(2) The cooperative efforts of CBD property owners, municipal governments, developers, citizens and private organizations are a prerequisite for the preparation and implementation of CBD programs.

(3) Intensified analysis of the existing economic and physical characteristics of the CBD area is needed as a basis for developing the form and character of the CBD's future plan and program.

(4) Development of an objective and realistic plan involves capitalizing on the assets of the CBD by rearranging and strengthening the existing facilities and by suggesting new facilities which add variety and vitality to the area.

(5) The staging of a development program is a necessity to carry out a plan of such variety and intensity in order to insure a successful completion. Priorities should be assigned to specific projects for the purpose of advancing construction of new facilities to replace obsolete facilities, to avoid relocation problems or to permit orderly interim arrangements for daily activities in the area.

(6) The techniques of implementation which should be applied to protect the CBD plan and the future developments are of great importance. The most effective tools in this respect are zoning ordinances, tax policies, and architectural control.

(7) Financing may be available through federal, local, and private funds to implement all or part of the CBD plan. However, the exact method or combination of several methods to be employed should be determined in the light of the economic ability and local circumstances of each city.

(8) Each city is unique. However, the techniques described in

this thesis can, with necessary modifications to suit local circumstances, be a helpful guide in revitalizing the CBD area.

REFERENCES CITED

1. Alexander, John W., Economic Geography, Englewood Cliffs, New Jersey, Prentice-Hall, Inc., 1963, pp. 575-580.
2. Ibid.
3. New York, Committee for Economic Development, The Changing Economic Function of the Central City, New York, The Committee, 1959, pp. 44-45.
4. U. S. Department of Commerce, Bureau of the Census, 1963 Census of Business, Washington, D. C., 1965.
5. Ibid.
6. Armstrong, Robert H., "Changing Downtown Pattern," Urban Land, Vol. 16, No. 6, June 1957, pp. 1-6.
7. U. S. Department of Commerce, Bureau of Census, 1960 Census of Population, Vol. 1, Washington, D. C., Government Printing Office.
8. Ibid.
9. Sternlieb, George, "The Future of Retailing in the Downtown Core," Journal of the American Institute of Planners, Vol. XXIX, No. 2, May 1963.
10. "The Office Boom Goes Nationwide," Architectural Forum, May 1963, p. 114.
11. Cleveland, Ohio, City Planning Commission, Economic Analysis of Retail Facilities in the Central Business District of Cleveland, Ohio, Cleveland Real Estate Research Corporation, 1958, p. 13.
12. Burrage, R. H. and E. G. Mogrem, Parking, Saugatuck, Connecticut, Eno Foundation for Highway Traffic Control, 1957, pp. 30-60.
13. Ibid.
14. Ibid.
15. Owen, Wilfred, The Metropolitan Transportation Problem, Washington, D. C., The Brookings Institute, 1965, p. 127.
16. Round Table, "How to Rebuild Cities Downtown," Architectural Forum, June 1955.

17. Ibid.
18. Interview with Robert W. Bivens, Executive Director of the Central Atlanta Progress, Inc., October 1967.
19. Millspaugh, Martin, Baltimore's Charles Center: A Case Study of Downtown Renewal, (Urban Land Institute, Technical Bulletin 51, pp. 13-15), Washington, D. C., The Institute, 1964.
20. Ibid.
21. Moore, M. D., Downtown Denver: A Guide to Central City Development, (Urban Land Institute, Technical Bulletin 54, pp. 11-13), Washington, D. C., The Institute, 1965.
22. Ibid.
23. Ibid.
24. McCullough, John G., Philadelphia's Movers and Shakers, A series of articles which originally appeared in The Evening and Sunday Bulletin, June 1965, Philadelphia, The Bulletin, 1965.
25. Ibid.
26. (a) The National Capital Downtown Committee, Inc., 1959 Action Report, Washington, D. C., The Committee, 1959.

(b) The National Capital Downtown Committee, Inc., 1965 Downtown Progress Report, Washington, D. C., The Committee, 1965.
27. Interview with Robert W. Bivens, as noted under reference no. 18.
28. The Greater Baltimore Committee, Inc., Annual Report 1959 Projects, Baltimore, The Committee, 1959.

The Greater Baltimore Committee, Inc., 1960 Annual Report, Baltimore, The Committee, 1960.

A reply from The Greater Baltimore Committee, Inc. to the author's question regarding the Planning Council of the Greater Baltimore Committee and the reasons for its termination, June 1967.
29. Moore, M. D., op. cit., p. 13.
30. McGullough, John G., op. cit.
31. The National Downtown Committee, Inc., op. cit., a and b.
32. Interview with Robert W. Bivens, as noted under reference no. 18.

33. Baltimore, Maryland, Committee for Downtown, "Sample Subscription Forms," 1956-1967.
34. Moore, M. D., op. cit.
35. Moore, M. D., op. cit.
36. McCullough, John G., op. cit.
37. The National Downtown Committee, Inc., 1965 Action Report, Washington, D. C., The Committee, 1965, p. 32.
38. Murphy, Raymond E. and J. E. Vance, Jr., "Delimiting the Central Business District," Economic Geography, Vol. 30, No. 3, July 1954, pp. 182-222.
39. Ibid.
40. Qualls, William H., The Problems and Delimitation of the Central Business District, unpublished Master's Thesis, Department of City Planning, Georgia Institute of Technology, 1954.
41. Ratcliff, Richard U., "The Madison Central Business Area," Wisconsin Commerce Paper, Madison, University of Wisconsin, Vol. 1, No. 5, October 1953.
42. Philadelphia City Planning Commission, Philadelphia Central District, Philadelphia, The Commission, 1951.
43. Epstein, Bert J., Raymond E. Murphy, and J. E. Vance, Jr., Central Business District Studies, Worcester, Massachusetts, Clark University, 1955.
44. Qualls, op. cit.
45. Weiss, Shirley F., The Central Business District in Transition, Chapel Hill, North Carolina, Department of City and Regional Planning, University of North Carolina, 1957.

SELECTED REFERENCES

Abrams, Charles, "Downtown Decay and Revival," Journal of the American Institute of Planners, Vol. XXVII, No. 1, February 1961.

Bacon, Edmond N., "Urban Design as a Force in Comprehensive Planning," Journal of the American Institute of Planners, Vol. XXIX, No. 1, February 1963.

Boston City Planning Board, A General Plan for the Central Business District, Boston, Massachusetts: The Board, 1960.

Hoewood, Edgar M., and Ronald R. Boyer, The Central Business District Core-Fram Concept, Highway Economic Studies, Seattle's University of Washington, 1958.

Mace, Ruth L., Guideline for Business Leaders and City Officials to a New Central Business District, Chapel Hill, Institute of Government, University of North Carolina, 1961.

Menhinick, Howard K., "A Planner Looks at the Central Business District," Paper read before the meeting of the Rotary Club, Savannah, Georgia, September 1964.

Morris, Robert L. and S. B. Zisman, "The Pedestrian, Downtown, and the Planner," Journal of the American Institute of Planners, Vol. XXVIII, No. 3, August 1962.

North Carolina, Department of Conservation and Development, Legal Considerations in Central Business District Planning and Development (Raleigh), North Carolina, The Department, March 1965.

Schretter, Howard A., Downtown Revitalization: A Collection of Selected Writings from Professional Journals, (Institute of Community and Area Development, University of Georgia), Athens, The Institute, July 1967.

Schretter, Howard A., A New Look for Downtown: Ideas and Examples of Central Business District Improvement, (Institute of Community and Area Development, University of Georgia), Athens, The Institute, July 1967.

Savage, Robert, Downtown Housing, Unpublished Master's Thesis, Graduate Program in City Planning, Georgia Institute of Technology, 1965.

Tampa, Florida, The Committee on Central Business District Development, Central Tampa: An Economic Analysis of Its Expansion Potential, Tampa, The Committee, 1961.

Weimer, Arther M., Investors and Downtown Real Estate: Opinion and Comment, (Urban Land Institute, Technical Bulletin 39, pp. 7-22), Washington, D. C., The Institute, 1960.

Weiss, Shirley F., The Central Business District in Transition, Chapel Hill, North Carolina, Department of City and Regional Planning, University of North Carolina, 1957.